



PLANNING COMMISSION AGENDA REPORT

MEETING DATE: JUNE 24, 2013

ITEM NUMBER: PH 2

SUBJECT: GENERAL PLAN AMENDMENT (GP-13-01) / REZONE (R-13-01) / ZONING CODE AMENDMENT (CO-13-01) / MASTER PLAN PA-13-14 FOR A 242-UNIT RESIDENTIAL DEVELOPMENT AT 2501 HARBOR BOULEVARD (FAIRVIEW DEVELOPMENTAL CENTER).

DATE: JUNE 14, 2013

FOR FURTHER INFORMATION CONTACT: ANTONIO GARDEA (714) 754-5692
antonio.gardea@costamesaca.gov

DESCRIPTION

The proposed project involves the following discretionary actions:

- ***Initial Study/Mitigated Negative Declaration (IS/MND)***
- ***General Plan Amendment GP-13-01*** – Change the land use designation of the 11.68-acre development site area from Public/Institutional to High Density Residential. In addition to the Land Use Map amendment, a text amendment to the City's General Plan Land Use Element would also be necessary to reflect a site-specific density of 21 dwelling units per acre.
- ***Rezone R-13-01*** - Rezone the zoning classification of the 11.68-acre development site area from Institutional & Recreational (I&R) to Planned Development Residential – High Density (PDR-HD).
- ***Zoning Code Amendment CO-13-01*** – A mendment to Title 13 (Zoning Code) for a site-specific density of 21 dwelling units per acre.
- ***Master Plan PA-13-14*** – Master Plan application for a 242-unit residential development project. The Master Plan review includes site coverage, parking and architectural/landscape design of the new two and three-story, multiple-family residential buildings and the maximum height of three stories.

APPLICANT

Rod McDonald of KDF Communities, LLC., authorized agent for property owner, State of California.

RECOMMENDATION

Staff recommends that the Planning Commission:

1. Open the public hearing and receive public comment on the proposed project.
2. Continue the hearing to the Planning Commission meeting of July 22, 2013.

PURPOSE OF REPORT

The purpose of this report is to provide information on the project description. No action is being requested at this time other than to receive public comment and continue the public hearing for additional review in the July 22nd meeting of the Planning Commission.

The discretionary requests and the environmental analysis will be subject to additional public hearings that will be presented during the months of July and August to the Planning Commission and City Council, respectively.

BACKGROUND

General Plan Screening

On April 15, 2008, the City Council considered the project as part of a General Plan Screening Request. Questions regarding the density, affordability rates, funding sources, traffic and circulation were discussed. The City Council approved the General Plan screening request for processing and directed staff to review the project to lower the density from 32 dwelling units per acre to 20-25 dwelling per acre. The proposed project is lower in density and number of units than originally proposed.

Fairview Developmental Center Site History

On January 5, 1959, the Fairview Developmental Center opened as a State hospital originally occupying 752 acres. Fairview Developmental Center had an initial bed capacity of 2,622 and was intended to house some 4,125 residents. The population at the facilities peaked 1967 and have been declining since. The current population is 347 and the downward trend is expected to continue due to the restructuring of the State of California's approach to providing institutionalized care for the developmentally disabled. In the past decade, the State has been focusing on residential care options (as opposed to institutional care) for these disabled individuals.

As operations at Fairview Developmental Center continue to scale down, underutilized portions of the site have been converted to other uses. A large portion of the original land was transferred in 1979 to the City of Costa Mesa and now encompasses Fairview Park and the golf course. In 1985, the City granted a General Plan amendment and rezone of 54 acres of surplus land immediately to the north of the hospital facilities for high density residential uses. In 2004 and 2006, other parcels were converted to residential uses.

These areas are planned developments with one-story, single-family residences, two-story, small-lot residential subdivisions, and two-story apartment buildings (Harbor Village Apartments). These residences were targeted to clients and employees of Fairview Developmental Center, low-income households, and City of Costa Mesa employees. The subject property had been identified previously as surplus State land which was intended to be developed with high density residential uses. The site was included in the City's 2008-2014 Housing Element as a potential site for a total of 320 dwelling units, 170 of which would be affordable housing. Since then, the density of the project is reduced from 32 dwelling units per acre to 21 dwelling per acre. The entire project will consist of affordable units for very low and low income households.

General Plan and Housing Element

Housing Element

In the 2008-2014 Housing Element, the City identified this site as one of the potential sites for affordable housing. Under the Housing Element program, the City was required to process a General Plan amendment and rezone by December 31, 2008 with respect to the Fairview Developmental Center to provide 170 affordable units to lower income households. The proposal was referred to a 10-acre site containing 320 multiple family residential units at a density of 30 dwellings per acre. In the draft Housing Element for the new cycle 2013-2021, the City has still not fulfilled the obligation for the 170 unit. However, the project has been revised by the State from 320 units to 242 units of all affordable housing. If this project is approved prior to adoption of the draft housing element in October 2013; the City can take credit for all the affordable units the next Housing Element.

Affordable Housing

The project will be 100-percent affordable housing for the community including 12.5 percent for very low income household and 48 ground floor units that will be set aside for Fairview Developmental Center clients. The table below provides a breakdown of affordability levels for rental units. The rental rates that are considered affordable based on the household size and percentage of the median household income for Orange County. Household size and unit type are matched up by the agency that manages the day to day operations for the project once it is constructed.

Annual Income Category	Household Size				
	1 Person	2 Person	3 Person	4 Person	5 Person
Very Low (50% of Median)	\$32,050	\$36,600	\$41,200	\$42,750	\$49,450
Low (80% of Median)	\$51,250	\$58,600	\$65,900	\$73,200	\$79,100

Based on 2013 Orange County Fair Market Rent area, Median Income of \$84,100.

Unit Type				
	Studio	1 Bedroom	2 Bedroom	3 Bedroom
Maximum Monthly Rent	\$1,100	\$1,573	\$2,137	\$2,137

June 13 Workshop Comments

Staff held a workshop on June 13th to discuss the housing element and this development project. The following issues were raised during the workshop:

- *Access and traffic impacts of the site* - The site will have multiple access point for emergency vehicle access from the Fairview Developmental facility and the golf course. The main entrance is from Shelley Circle and there is secondary access from the southwest corner of the site. Based on preliminary traffic analysis, no significant impacts to six intersections within the vicinity of the site is anticipated. The Initial Study/Mitigated Negative Declaration will include extensive discussion on traffic.

- *Rezone to High Density* – The proposed density would require a general plan amendment and rezone. The maximum allowable density for high density residential uses is 20 dwellings per acre. The project is slightly higher in density with 21 dwellings per acre. There was support from a few speakers about the location of the project being buffered from harbor Boulevard.
- *Project management* – The proposed project will be under a 65-year land lease with the developer and managed by the State. The management company currently manages the exiting Harbor Village community north of the site. The attendees expressed positive remarks about the management of the existing units. The affordable aspect of the rents will be regulated by the state Tax Credit Allocation Committee (TCAC) and the Section 8 federal program.
- *Credit for all 242 units* – The City can take credit for all 242 units for compliance with Regional Housing Needs Assessment (RHNA). It was expressed at the workshop that the excess units should not qualify for replacement of transitional housing provided in motels.
- *Proximity to the Golf Course* – The developer will be required to implement all necessary mitigation to impacts.
- *Project timing* – The project has not been a top priority for the state and there is no master plan for the Fairview Developmental Center. This surplus property is the only property envisioned for residential development at this point.

ANALYSIS

Project Site

The State of California, Department of General Services has engaged the services of the applicant to enter into a long-term ground lease for development of underutilized and vacant land on a portion of the Fairview Developmental Center site. The 11.68-acre project site is located at the southeast corner of the Fairview Developmental Center site. The project site abuts the 86-acre State facilities on the north and west and the City of Costa Mesa's golf course to the south and east boundaries of the project.

Project Layout and Design

The applicant is proposing to construct a 242-unit, multiple-story residential affordable housing project that includes housing for developmentally disabled individuals. The project is five, U-shaped buildings designed around landscaped central courtyards. Two buildings (Buildings #1 & 5) would be two-stories in height and three buildings (Buildings #2, 3 & 4) would be three stories. The lower scale two-story buildings are located facing the interior of the project site, while the three-story buildings are placed at the south and west perimeter of the site and oriented with views toward the golf course. The project amenities include a community building with a library room and fitness room, pool, and playground located at the center of the site. Standard unit amenities include central

heating and air conditioning, energy efficient appliances and semi-private balconies and patios. Landscaping would be provided around the perimeter of the building and incorporates both evergreen and deciduous trees.

As the table below indicates, the majority of the units would be studios and one-bedroom apartments. The smaller units are intended to fulfill housing demand from senior citizens and people with disabilities as well as small (one and two person) households. A total of 48 of the ground floor units would be set aside for individuals with developmental disabilities. These ground floor units are designed to allow for safe and easy access for people with disabilities as well as roll-in showers, lower countertops, L-shaped kitchens, and 36-inch wide doorways.

The following is a summary of the number and types of units proposed:

Building	Unit Type			
	Studio	A (1 Bedroom)	B (2 Bedrooms)	E (3 Bedrooms)
1	10	16	9	2
2	15	24	14	3
3	15	24	14	3
4	15	24	14	3
5	10	16	9	2
Subtotal	65	104	60	13
Total	242			

Architecture

The preliminary design of the buildings includes articulated building facades and roofs at various heights to reduce the building's massing. The roofs have multiple gables with eave overhangs to both lower the appearance of the structures and provide visual interest. Balconies with open railings, open exterior stairways, covered entry ways, horizontal detailing with lighter building colors on the upper floors, and modulated building walls provide visual breaks along all four building façades.

On-site Circulation/Parking

The main entrance and access to the site is provided from Shelley Circle off of Harbor Boulevard. Private streets surround the project site. The project boundaries are Eugenia Way on the west side of the project site and Florence way along the north side. Access to the site is from North Shelley Circle at the northeast corner of the site. Two emergency vehicle access gates would be provided to the site; one at the northeast corner of the site near the main entryway and the other near the southwest corner of the site. A total of 587 parking spaces are provided on site, half of which will be required to be covered parking spaces.

GENERAL PLAN CONFORMITY

If the project density is supported, the proposed project will provide needed affordable housing on a site that will be integrated with the existing Fairview Developmental Center.

The increased height and density will not impact any of the immediate established neighborhoods since adequate buffer will be provided. The project could be found consistent with the following General Plan Land Use Objective and Housing Elements objectives:

- *LU-1C.1 Permit the construction of buildings over two stories or 30 feet only when it can be shown that the construction of such structures will not adversely impact surrounding developments and deprive existing land uses of adequate light, air, privacy, and solar access.* The development is a mix of two and three story buildings integrated with adequate spaces in between and buffered from Harbor Boulevard and other residential development to the north. The increased height will not have a significant impact on surrounding uses.
- *LU-1E.1. Building densities/intensities for proposed new development projects shall not exceed the trip budget for applicable land use classifications, as identified in the Land Use Element.* The proposed project would not have significant traffic impacts based on City of Costa Mesa established thresholds of significance for existing plus project conditions.
- *LU-1F.4. Ensure that residential densities can be supported by the infrastructure and that high-density residential areas are not permitted in areas, which cause incompatibility with existing single-family areas.* The proposed development is compatible with the medium and high density residential uses toward the north and would not be visible from other surrounding residential areas.
- *LU-1F.5 Provide opportunities for the development of well planned and designed projects which, through vertical or horizontal integration, provide for the development of compatible residential, commercial, industrial, institutional, or public uses within a single project or neighborhood.*
- *LU-2A.13 Promote site development that limits impact on and protects the natural integrity of topography, drainage systems, and water bodies.* The project site will include on-site bio-swales and designed to work with the existing topography of the site.
- *HOU-3.2 Provide opportunities for development of well planned and designed projects which, through vertical or horizontal integration, provide for the development of compatible residential, commercial, industrial, institutional, or public uses within a single project or neighborhood.* The project site is integrated with the existing Fairview Development facility.
- *HOU-4.4 Encourage and support the construction, maintenance and preservation of residential development which meets the needs of families and individuals with specialized housing requirements.* The proposed 242-unit residential project would prioritize ground floor units for people/households with people who have developmental disabilities.

ENVIRONMENTAL DETERMINATION

A draft initial environmental study and mitigated negative declaration (IS/MND) has been prepared for the project. The draft initial study identifies air quality and noise effects during project construction that require mitigation measures to reduce the environmental impact to a less than significant level. Other topic areas discussed in the draft initial study are aesthetics, land use/planning, population/housing, and transportation/traffic. An air quality/green house gas emissions technical report and transportation/traffic impact study were prepared to analyze the potential effects of the project.

Staff is preparing the IS/MND to expedite the entitlement of the project. The City is also in need of compliance with the 2008-2014 Housing Element; the proposed 242 affordable units will close the gap for the unfulfilled RHNA numbers. The IS/MND will be available for a 30-day review period. A separate notice for the availability of the document will be provided.

Aesthetics

The proposed project consists of construction of five buildings surrounded by landscaping and parking areas. The project is not visible from Harbor Boulevard as it is within the Fairview Developmental Center site and surrounded by the golf course. Trees and landscaping will be planted within the parking lots and around the perimeter of the buildings. The garden courtyards and landscaping along the south and east perimeter of the site also serve as storm water drainage facilities and retention basins.

Land Use

The current General Plan land use designation does not allow residential development. Thus, a general plan amendment and rezone is required to allow a maximum 21 dwelling units per acre. Harbor Boulevard has been historically suitable for residential development as evidenced by the existing Harbor Village apartments, Richmond American homes, the College Park residential community and the recent approval of a senior housing complex at the Mesa Verde Center on Harbor Boulevard. Allowing the residential use in close proximity to Harbor Boulevard would also promote regional transportation and sustainability goals by locating new housing units near the City's major transit route. The project also furthers the City's housing goals and objectives by converting marginal land into residential units that serve households with specialized needs.

Transportation/Traffic

A traffic impact analysis was completed for the proposed project on May 17, 2013. A traffic analysis was previously prepared in 2008 by Fehr and Peers. The new traffic study was required because the traffic conditions have changed due to recently built projects, the traffic counts required updating due to other proposed projects in the vicinity, and the number of proposed units for the project is smaller than previously proposed.

The project would not result in significant adverse impacts to surrounding traffic intersections. The number of project trips would not adversely affect any of the six traffic intersections studied in the Traffic Analysis Report. Five study intersections are operating at acceptable levels of service (D or better) during the morning and evening weekday peak hour. The intersection of Harbor Boulevard/Adams Avenue is currently operating at level of service E. Within two years, the levels of service at the study intersections are projected to improve.

CONCLUSION

There has been great interest from the community regarding this project, especially in light of the timing of the circulation of the updated Housing Element. Therefore, staff decided to take this opportunity to provide an overview of the project. The hearing is to inform the public about this proposal and solicit preliminary input on the development project from the Planning Commission as well as the public in general. Staff requests that the item be placed on the Planning Commission agenda for the meeting of July 22nd to consider the environmental analysis and discretionary requests.



ANTONIO GARDEA
Senior Planner



CLAIRE FLYNN, AICP
Asst. Director Development Services

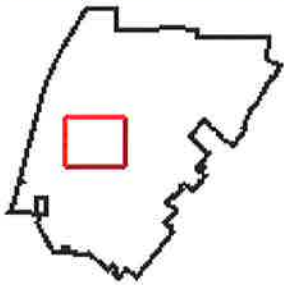
Attachments: 1. Location Map
 2. Project Site Plan, Floor Plan, Elevations

Distribution: Director of Economic & Development/Deputy CEO
Senior Deputy City Attorney
Public Services Director
City Engineer
Transportation Services Manager
Fire Protection Analyst
Staff (6)
File (2)

Rod McDonald, Director of New Construction
KDF Communities, LLC.,
230 Newport Center Drive Suite 210
Newport Beach, CA 92660

Robert Sterling
Fairview Developmental Center
2501 Harbor Boulevard
Costa Mesa, CA 92626

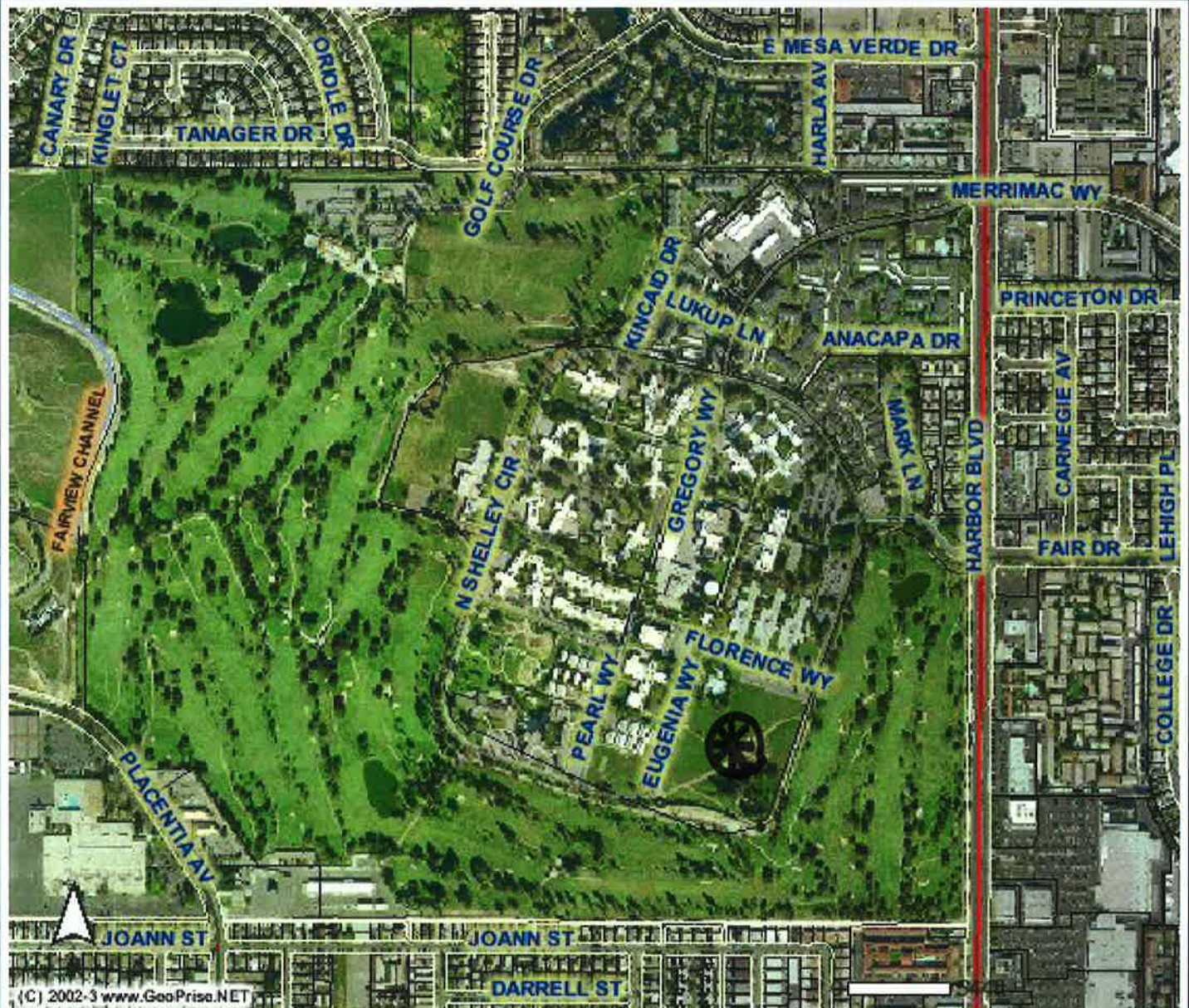
Overview Map

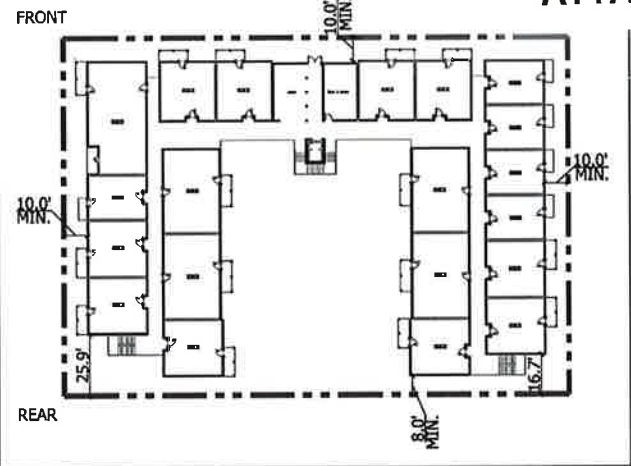


Legend

	Freeway		Freeway Major		Primary		Street Names
	Roads		Newport BLVD (cont)		SECONDARY		Street Centerlines
	Collector (cont)				Hydrology		
					Channels		

Map Display





TYPICAL FOOTPRINT
SCALE: 1" = 30'-0"

SUMMARY

DESCRIPTION	PROVD.
FRONT SETBACK	10'-0"
SIDE SETBACK	10'-0"
REAR SETBACK	8'-0"
LOT SIZE (MIN.)	33,388SF

NOTES:
1. PD-HD: PLANNED DEVELOPMENT RESIDENTIAL - HIGH DENSITY
PER R.F.Q.

SITE SUMMARY

DESCRIPTION	DU	AC	DU/AC
APT. HOMES	242	4.4	
RECREATION		0.5	
PKG. & CIRC.		5.1	
TOTAL	242	10.0	24.2

PARKING ALLOCATION CHART

DESCRIPTION	RATIO	DU	PROVD
STUDIO	1.5	65	98
1 BR	2.0	104	208
2 BR	2.5	60	150
3 BR	3.5	13	46
GUEST	50 x 0.5		25
GUEST	192 x 0.25		60
TOTAL		242	587

NOTES:
1. RESIDENT AND GUEST PARKING REQUIRED PER CITY OF COSTA MESA
MUNICIPAL CODE SECTION CHAPTER VI. OFF-STREET PARKING STANDARDS.
2. GUEST PARKING EQUALS 0.5 SPACES PER UNIT FOR FIRST 50 UNITS, THEN
0.25 SPACES PER UNIT FOR EACH ADDITIONAL UNIT.
3. 57 SPACES ARE CONSIDERED SMALL CAR PARKING PER SECTION 13-94 OF
CHAPTER VI. OFF-STREET PARKING STANDARDS
(PENDING CONDITIONAL USE PERMIT)

TRASH UNIT SUMMARY

DESCRIPTION	REQ'D	PROVIDED
TRASH UNITS	2/BLDG	10
TOTAL		10

CREDIT UNION SUMMARY

DESCRIPTION	AC	PKG. PROVIDED
LOT SIZE	0.5	
PARKING		16
TOTAL	0.5	16

BUILDING 1 SUMMARY:

TWO STORY BLDG.	DU
STUDIO	10
1 BR	16
2 BR	9
3 BR	2
SUB-TOTAL	37

BUILDING 2 SUMMARY:

THREE STORY BLDG.	DU
STUDIO	15
1 BR	24
2 BR	14
3 BR	3
SUB-TOTAL	56

BUILDING 3 SUMMARY:

THREE STORY BLDG.	DU
STUDIO	15
1 BR	24
2 BR	14
3 BR	3
SUB-TOTAL	56

BUILDING 4 SUMMARY:

THREE STORY BLDG.	DU
STUDIO	15
1 BR	24
2 BR	14
3 BR	3
SUB-TOTAL	56

BUILDING 5 SUMMARY:

TWO STORY BLDG.	DU
STUDIO	10
1 BR	16
2 BR	9
3 BR	2
SUB-TOTAL	37



FRONT ELEVATION



REAR ELEVATION



LEFT ELEVATION (RIGHT ELEVATION SIMILAR)



FRONT ELEVATION



REAR ELEVATION



LEFT ELEVATION (RIGHT ELEVATION SIMILAR)